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Comprehensive review of the whole question of peacekeeping operations in all their aspects

United Nations police

Report of the Secretary-General*

I. Introduction

1. Conflict and post-conflict countries are often characterized by a collapse of public law and order and major security and human rights deficits, leading to the erosion of public confidence in the security sector. The presence of United Nations police, however, contributes to restoring popular confidence in the host State police[1] and in rule of law structures as a whole. By promoting a service-oriented culture, community interaction and citizen participation, United Nations police personnel assist the host State police in regaining the trust of the communities they serve, which is a key factor for the effective functioning of the national police. Ultimately, the greatest community confidence builder is visible professional efforts by the host State police leading to tangible improvements in security, and it is towards this goal that police-related peacekeeping efforts are directed.

2. The United Nations has long recognized that the nature of the security challenges confronting the international community is evolving. Today intra-State conflicts are compounded by threats arising from organized crime, including trafficking, terrorism and financial fraud, as described in the *World Development Report 2011*.[2] They now represent a level of threat to international and regional peace and security similar to that posed by conventional inter-State conflicts in the past.

3. As threats change, so too must the response to those threats. The importance of United Nations police in supporting global security is illustrated in both the growth

* The present report was submitted after the deadline.

[1] Given that a number of States Members of the United Nations do not have a single national police service, the term "host State police" will be used throughout the report to encompass metropolitan, provincial/state and federal/national police and other law enforcement agencies.

[2] World Bank, *World Development Report 2011: Conflict, Security, and Development* (Washington, D.C., 2011).

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in demand and the increasing complexity of policing mandates, ranging from the reform and restructuring of host State police services to the protection of civilians under imminent threat of physical violence.

4. The Special Committee on Peacekeeping Operations, in its report on its substantive session of 2011 (A/65/19, para. 78), requested the Secretariat to prepare a comprehensive report on the functioning of the Police Division of the Department of Peacekeeping Operations and the challenges faced by the police components in United Nations peacekeeping missions and to present that report to the Committee.

5. The present report, submitted pursuant to that request, describes progress made since the issuance of the 2008 audit report of the Office of Internal Oversight Services (OIOS) on the management of United Nations police operations, the 2008 internal review of the Police Division and the 2008 report of the Panel of Experts on the Standing Police Capacity's first year of operation (A/63/630).

6. In addition, the report illustrates the growing importance of the United Nations police as a central element in the achievement of sustainable peace and security, the current challenges faced in this regard and the ways in which the United Nations can better respond to those challenges using scarce global resources in the most efficient manner. It demonstrates how new resources provided to the Police Division have enhanced its functioning and strengthened service delivery in the field.

7. It also offers observations on how to further strengthen the lasting impact of the United Nations police, building on the 2000 Brahimi report (A/55/305-S/2000/809), the 2009 non-paper entitled "A new partnership agenda: charting a new horizon for United Nations peacekeeping"[3] and other relevant United Nations initiatives, such as the independent review on civilian capacity in the aftermath of conflict (A/65/747-S/2011/85).

8. The present report pays tribute to the dedicated staff of the United Nations police and to the colleagues who have made the ultimate sacrifice while serving peace.

II. Mandates, structures and functions of the United Nations police

9. In 1960, a contingent of 30 police officers from Ghana was deployed to support the United Nations Operation in the Congo, authorized by Security Council resolution 143 (1960). Since then, the demand for United Nations police has grown, with a dramatic increase over the past 15 years. In 1994, only 1,677 United Nations police officers were deployed, compared with 14,333 police officers serving in 12 peacekeeping operations and 6 special political missions as at December 2011 (see annex I).

10. Meanwhile, mandated policing tasks have grown increasingly complex. In early missions, police were deployed primarily as observers, whereas contemporary police-related aspects of mandates call for United Nations police to assist host States and other partners in the rebuilding and reforming of their police and other law enforcement institutions, as well as provide operational policing support across the whole spectrum of police duties. This growth in both scale and complexity of the tasks has inevitably led to a paradigm shift for United Nations police.

[3] Available from www.un.org/en/peacekeeping/documents/newhorizon.pdf.

A. Mandates

11. Police-related aspects of Security Council mandates fall broadly into the following three categories: (a) support for the reform, restructuring and rebuilding of national police and other law enforcement agencies; (b) operational support to host State police and other law enforcement agencies, including through the deployment of formed police units; and (c) interim policing and other law enforcement. In addition, many recent mandates include specific references to the promotion and protection of human rights and the protection of civilians, which highlight the integral part that United Nations police play in implementing mission-wide tasks.

Support for the reform, restructuring and rebuilding of host State police

12. The United Nations police was first tasked with institutional development in the 1990s, including in the missions in Cambodia, Haiti and Bosnia and Herzegovina. Since 2003, almost all new mandates have included reform, restructuring and rebuilding tasks.

13. Typically, missions start with an assessment, which may include a census of police personnel, security sector mapping and other efforts to evaluate the capacity of the national police service. With this information, deficiencies can be identified and plans to address them formulated. Reform efforts may include support for the vetting, training and certification of police and other law enforcement officials, as well as changes to the policy and legal framework, administrative procedures and personnel management systems. These tasks require strong political support and commitment from the Government of the host State.

14. For example, the United Nations Stabilization Mission in Haiti (MINUSTAH) has assisted in the selection, recruitment and vetting programmes for the Haitian National Police. In the Democratic Republic of the Congo, support was provided for a census and an identification programme for the Congolese National Police, and specialized training was conducted in preparation for the 2011 elections. In Timor-Leste, training and advice were provided to support the reconstitution of the National Police of Timor-Leste. In Sierra Leone, crime investigation units with the capacity to investigate organized crime, homicide and fraud were established in order to support victims of sexual violence. In the Sudan, the mission supported the first training in criminal investigations for female officers.

Operational support to host State police

15. Currently, 8 of the 18 missions are mandated to provide operational support to the host State police, including through formed police units, for example, in the areas of investigations, election security and security for camps for refugees and internally displaced persons. The work of those units generally involves joint tactical operations conducted with the national police in the area of public order management, as well as patrols to enhance visible policing and the protection of civilians and United Nations personnel and facilities.

16. For example, in the Democratic Republic of the Congo and in Liberia, the units have participated in confidence-building measures with the population, in particular through joint patrols with national police personnel. In Timor-Leste, they have provided key security support to the host State police, including the provision of

security arrangements for senior Government officials. In Haiti, formed police units have also been called upon to provide support to the national police to address the problem of organized criminal armed violence in Port-au-Prince. Three all-female formed police units are currently deployed (in the Democratic Republic of the Congo, Haiti and Liberia) with the aim of ensuring safety and security, in particular in camps for refugees and internally displaced persons, with a special focus on vulnerable groups. In addition, the female peacekeepers serve as highly visible, empowered role models for the population in the host country.

17. All missions with a mandate to provide operational support also have a mandate to protect civilians under imminent threat of physical violence. Measures include preventive patrols in camps for internally displaced persons, joint operations with United Nations military components, and capacity-building of host State police in these respective areas.

Interim policing and other law enforcement

18. The United Nations police has been asked to assume full responsibility for policing and other law enforcement activities in missions where national police services were initially absent, most recently in Kosovo and Timor-Leste. The United Nations Interim Administration Mission in Kosovo (UNMIK) was entrusted with the responsibility of maintaining civil law and order, including by establishing local police forces and, meanwhile, by deploying international police personnel to serve in Kosovo (Security Council resolution 1244 (1999), para. 11 (i)). After gradually transferring responsibility to the Kosovo Police Service, the UNMIK police component was drastically reduced and ceased to exercise the majority of its remaining responsibilities when the European Union Rule of Law Mission in Kosovo (EULEX Kosovo) assumed operational responsibility in the area of the rule of law in Kosovo in 2008. Similarly, the police component of the United Nations Integrated Mission in Timor-Leste is still mandated to provide support for interim law enforcement and public security (Security Council resolution 1704 (2006), para. 4 (c)). However, policing responsibilities are now primarily assumed by the Timorese national police.

B. Structure and functions of United Nations police components

19. The organization of United Nations police components in peacekeeping operations and special political missions is designed to reflect the overall mission mandate, the host State policing structures, the political and security contexts, and the priority areas for intervention. These factors also determine the profiles of the personnel required.

20. Smaller United Nations police components, with limited mandates, are headed by a Senior Police Adviser, whereas larger police components in multidimensional peacekeeping operations are headed by a Police Commissioner who is generally supported by one or more Deputy Police Commissioners. The police component usually comprises two main pillars: (a) operations; and (b) administration and development.

21. The head of the police component reports directly to the head of mission, or in some instances to the Deputy Special Representative of the Secretary-General for the rule of law. The head of the police component directs all members of the police

component and is accountable to the head of mission for the supervision and conduct of the police component, with the particular responsibility of ensuring the effective and efficient implementation of assigned police tasks and strict compliance with United Nations policies and procedures.

22. The head of the police component is also responsible for ensuring strict adherence to the United Nations standards of conduct, including standards regarding the prohibition of sexual exploitation and abuse. Moreover, he or she is responsible for developing and implementing a strategy to prevent all forms of misconduct, in cooperation with the conduct and discipline component of the mission. Under the authority of the head of mission, the head of the police component can undertake investigations concerning alleged misconduct by members of the police component, including sexual exploitation and abuse, in coordination with other mission components. An Internal Investigations Unit generally assists in the conduct of administrative investigations when they are not conducted by OIOS.

23. United Nations police personnel are often located with their host State counterparts. This is a key element in increasing the impact of policing support programmes through effective knowledge and skills transfer, including through the targeted pairing of national police officers and United Nations expertise. The presence of United Nations police personnel in such circumstances can also be an important measure to prevent human rights violations.

24. Since the United Nations police is only one component of multidimensional missions, coordination is essential. To ensure mission-wide coherence, personnel from the police component actively participate in the integrated coordination mechanisms of missions, such as the Mission Leadership Team, Security Management Team, Joint Operations Centre, Joint Mission Analysis Centre and Joint Logistics Operations Centre.

25. The United Nations police participates fully in the integrated mission planning process. Where integrated strategic frameworks have been developed by missions and the United Nations country team, the frameworks have facilitated the implementation of tasks mandated to United Nations police personnel, primarily by defining responsibilities and priorities and strengthening accountability. The integrated mission planning process has also facilitated cooperation between the police component and the country team, in particular for new missions. There is still room for improvement, however, particularly in joint planning for transitions and downsizing, as shown by recent joint efforts with the United Nations Development Programme (UNDP) and the Office of the United Nations High Commissioner for Refugees in Chad.

26. Close cooperation between the mission's police and military components is essential to the implementation of security-related aspects of mission mandates. Therefore, joint planning, joint exercises, information sharing and broader coordination regularly take place. In the mission in Liberia, for example, standard operating procedures delineating the responsibilities of both components have been developed to ensure a well-synchronized, timely and joint operational response by both components in support of Liberian security forces.

27. Any intervention to assist the host State police must be coordinated with broader efforts to address deficiencies in the rule of law, especially in the criminal justice sector. Efforts aimed at building police and other law enforcement agencies

can be seriously undermined in the absence of commensurate initiatives to support the development of the judiciary and correction services.

28. United Nations police personnel work with colleagues within missions supporting rule of law and security institutions, in particular justice, corrections and security sector reform components. In Liberia, plans for police reform projects have been developed jointly with security sector reform specialists in the mission. In Haiti, as part of a disarmament, demobilization and reintegration programme, the MINUSTAH police component is exploring with the Community Violence Reduction Section how its crime reporting can improve the understanding of the impact of the Section's activities. Further synergies are created through the assignment of police as liaison officers to judicial and corrections components of some missions. For example, in the Democratic Republic of the Congo, United Nations police personnel have been seconded to prosecution support cells established by the mission.

29. Police components work closely with the human rights components of missions, for example, by contributing to human rights investigations. Indeed, it is becoming more common to establish information-sharing procedures between these components. For instance, in Haiti, a Human Rights Officer has been assigned as adviser to the Police Commissioner. In the Democratic Republic of the Congo, United Nations police officers have worked with human rights officers to conduct investigations into large-scale human rights violations. In Timor-Leste, human rights officers have helped to produce assessments of district police stations as they were handed over from the mission to the host State police. They have also helped to evaluate evidence of alleged human rights violations by national police personnel.

30. Police components also work closely with the gender units in missions, including in policy development, the appointment of gender focal points and the establishment of special units that deal with sexual and gender-based violence within restructured police stations.

31. Moreover, the United Nations police is working in strong complementarity with UNDP to ensure capacity-development support to line ministries, police reform processes and governance and accountability structures of the police in, for example, Côte d'Ivoire and South Sudan. It is also working closely with the United Nations Office on Drugs and Crime and other relevant members of the United Nations country team, as well as bilateral donors and regional or subregional organizations.

32. In addition, the professional expertise of the United Nations police is increasingly sought in new settings. For example, United Nations police officers are currently deployed to six special political missions[4] with the mandate to advise the host State police services on reform, restructuring and rebuilding, led by the Department of Political Affairs. The United Nations police is also working increasingly closely with UNDP in countries where there are no United Nations peacekeeping operations, such as in Chad, following the withdrawal of the United Nations Mission in the Central African Republic and Chad (MINURCAT).

[4] United Nations Integrated Peacebuilding Office in the Central African Republic, United Nations Office in Burundi, United Nations Integrated Peacebuilding Office in Guinea-Bissau, United Nations Political Office for Somalia, United Nations Support Mission in Libya and United Nations Assistance Mission for Iraq.

C. Organization of the Police Division

33. Over the past two decades, the management arrangements at Headquarters to support police deployments in the field have gone through several institutional reconfigurations, reflecting the growth in size and complexity of mandated functions of the United Nations police. The large deployments of United Nations police in the 1990s prompted the establishment of a Civilian Police Unit within the Military Division (today the Office of Military Affairs in the Department of Peacekeeping Operations). With a view to providing more effective support and enhancing the policing capacity of the United Nations, the 2000 Brahimi report recommended a restructuring by separating the Civilian Police Unit from the military reporting chain and creating a separate entity in the Department dedicated to police issues. As a result, the Police Division was established in 2000.

34. The Secretary-General, in 2006, designated the Department of Peacekeeping Operations as the lead entity for support to police and law enforcement agencies within a United Nations-wide "leads" system aimed at enhancing coordination between United Nations entities in the area of the rule of law. In accordance with that decision, the Department of Peacekeeping Operations is responsible for enhancing coherence across the United Nations system and promoting coordination with non-United Nations actors in the area of police and law enforcement agencies.

35. In 2007, the Office of Rule of Law and Security Institutions, of which the Police Division became an integral part, was established in the Department of Peacekeeping Operations to promote an integrated approach to the rule of law within the United Nations. The establishment that same year of the Standing Policy Capacity as part of the Police Division was also a significant step towards strengthening the capacity of the Department to implement its mandated responsibilities.

36. In 2008, both an audit report by OIOS and an internal Police Division review contained recommendations for the creation of a dedicated capacity at Headquarters for the recruitment and support of United Nations police personnel. Both reports also included the recommendation to strengthen Headquarters capacity to create policy for the United Nations police. The General Assembly approved new posts in the 2009/10 and 2010/11 support account budgets of the Department of Peacekeeping Operations, allowing the Police Division to begin to address those recommendations. However, the capacity of the Police Division has still not reached the operational capability threshold proposed by the internal review, while the authorized number of United Nations police posts in the field has increased and will have to meet emerging challenges, thus making the gaps already identified even more critical.

37. In order to better assess the impact of police activities, the Police Division has commissioned external mapping and impact studies. In addition, specific emphasis should be placed on the thorough analysis of baseline situations to enable the United Nations to measure the impact of programmes and progress made in building policing institutions by using effective monitoring and evaluation systems, including the recently adopted United Nations Rule of Law Indicators. The findings of those studies in conjunction with evaluations based on the Indicators will guide future proposals on how to further strengthen the capacity of the United Nations police.

38. The more than 14,300 United Nations police officers currently deployed around the world are supported by 64 posts at Headquarters in New York, including 10 positions in the integrated operational teams and 9 General Service staff, and 41 Standing Police Capacity posts in Brindisi, Italy.

39. The Police Division comprises the Office of the Police Adviser, the Strategic Policy and Development Section, the Mission Management and Support Section, the Selection and Recruitment Section and the Standing Police Capacity.

40. The Police Division is headed by a Police Adviser (D-2), who is accountable to the Assistant Secretary-General for Rule of Law and Security Institutions. The Police Adviser has direct access to the Under-Secretary-General for Peacekeeping Operations, when required, and is part of the Senior Management Team of the Departments of Peacekeeping Operations and Field Support. The Police Adviser is responsible for providing advice and support on all policing issues to the Department of Peacekeeping Operations, the Department of Field Support and the heads of police components of missions. The Police Adviser may also, as required, provide advice to the Under-Secretary-General for Political Affairs, the Secretary-General and the Security Council through the Under-Secretary-General for Peacekeeping Operations, ensuring that such advice and support are fully coordinated with the Assistant Secretary-General for Rule of Law and Security Institutions. The Police Adviser interacts with Member States and field missions and is supported by a Deputy Police Adviser in undertaking those responsibilities, including coordination between the sections of the Police Division.

41. The components of the Police Division have the following core functions:

(a) Strategic Policy and Development Section:

(i) Developing and reviewing technical guidance, directives and standard operating procedures for the police components of missions;

(ii) Conducting police strategic planning and developing concepts of operations and mandate and implementation plans in coordination with the integrated operational teams, monitoring police plans and analysing and evaluating results achieved and lessons learned by the police components of missions in coordination with other stakeholders;

(iii) Supporting the efforts of other United Nations system partners concerning police and law enforcement issues;

(b) Mission Management and Support Section:

(i) Providing technical advice to the police components of missions in coordination with the integrated operational teams, so as to facilitate the implementation of their respective mandates;

(ii) Liaising with missions and other stakeholders, as appropriate, on police and law enforcement matters and related administrative, operational and technical issues;

(c) Selection and Recruitment Section:

(i) Ensuring the selection, deployment, rotation and extension of tours of duty of United Nations police officers, including members of formed police

units and internationally recruited professional civilian staff in police components, in coordination with Member States and field missions;

(ii) Planning and undertaking selection assistance and predeployment visits to police-contributing countries, collaborating with the Department of Field Support on the contingent-owned equipment negotiation process and taking part in reconnaissance visits to the field;

(d) Standing Police Capacity:

(i) Providing a coherent police and law enforcement start-up capability for new peace operations led by the Department of Peacekeeping Operations and the Department of Political Affairs;

(ii) Assisting peace operations led by the Department of Peacekeeping Operations and the Department of Political Affairs through the provision of police and law enforcement advice and expertise. When appropriate, the Standing Police Capacity may also be called upon to conduct operational assessments and evaluations of police components.

42. The Police Division supports the integrated operational teams in the Office of Operations of the Department of Peacekeeping Operations by assigning police personnel who operate under the delegated authority of the Police Adviser. The role of those police officers in the integrated operational teams is to represent the position of the Police Division and to be fully engaged in mission planning and decision-making. To ensure that the officers have a better understanding of the structure and functions of the Police Division, they spend up to one year in the Police Division before being deployed to an integrated operational team.

III. Challenges faced by the United Nations police and responses

43. United Nations peacekeeping faces a number of fundamental challenges. There are often important gaps between the mandates set forth by the Security Council and resources provided by the General Assembly. There may also be limited national political will to implement some of the aspects of mission mandates. Furthermore, the situation in both conflict and post-conflict situations is inherently challenging because the societies themselves are often divided, financial resources are limited, the infrastructure is inadequate, the political and security environments are volatile, and security and justice governance is weak. These all influence the implementation of the police-related aspects of mission mandates.

44. However, a number of police-specific challenges can be addressed with appropriate interventions, such as developing a comprehensive body of policy and technical guidance in order to ensure good practice and consistency of approach between missions; ensuring that all United Nations police personnel have the skills and equipment needed to fulfil the requirements of present mandates; ensuring that all incoming personnel and units have received United Nations standardized predeployment training; developing expertise and programmes to deal with thematic challenges, such as the protection of civilians, sexual and gender-based violence and organized crime; and enhancing coordination with international partners in order to promote a functioning criminal justice system and have access to reliable funding for short- and long-term national capacity-building projects.

45. Protecting civilians lies at the core of police work. Civilians who are caught in the midst of conflict, as well as those who are targeted by violence in fragile post-conflict situations, face a range of threats that the United Nations police can help to mitigate. Aside from deploying operational support using formed police units, the United Nations police supports the capacity-building of host State police in this area and the development of early warning mechanisms, making use of its close contact with the civilian population. The Police Division is currently reflecting on how to further contribute to innovative approaches that strengthen the effective implementation of the mandate to protect civilians, including the use of technology to enhance mobility, monitoring and analytical capacity, matched by requisite specialized training.

46. Since organized crime has been fully recognized as a major spoiler of efforts to build lasting peace, reduce poverty and create economic development and stability, the Police Division has looked at the types of support that it could mobilize to assist the countries in which it is deployed in addressing this threat. The United Nations police is now increasingly involved in enhancing national capacities to counter organized crime and corruption, for example through the establishment of transnational crime units in host State police services, concentrating from the outset on training national specialists in such areas as strategic planning and implementation, investigations and forensics, administration and other vital skills.

Policy and technical guidance

47. Police officers seconded from Member States to serve with the United Nations have different experiences and understandings of policing. Therefore, it is of vital importance, if they are to deliver coherent and consistent advice and support to host State counterparts, that they be guided by a complete body of policy guidance materials.

48. Since 2004, the Police Division has developed guidance materials in several important areas, including support for capacity-building, security support, administrative aspects of the deployment of personnel, and gender.[5] In addition, directives on the use of force and a handbook for United Nations police personnel have been developed, and a compendium of criminal justice norms and standards applicable to the personnel of police components[6] was issued in cooperation with the United Nations Office on Drugs and Crime. These guidance materials need to be continually revised to remain relevant to the evolving mandates of the United Nations police.

49. To further promote standardization within the United Nations police, the Police Division is developing a strategic guidance framework as a basis for further guidance development. The framework will enhance the effectiveness of the United Nations police in peace operations by promoting a more consistent, harmonized approach to the provision of public safety, police reform and support to host State police services. It should also provide a more sophisticated basis for the recruitment of staff with the necessary specialized skills and experience by clearly defining the expected tasks and delineating key work parameters. Using the strategic guidance

[5] Guidance materials are available from www.peacekeepingbestpractices.unlb.org/PBPS/Pages/Public/Home.aspx.

[6] United Nations Office on Drugs and Crime and Department of Peacekeeping Operations, "United Nations criminal justice standards for United Nations police" (New York, 2009).

framework, planners should be able to make an assessment of which tasks are feasible in a given conflict area and how those tasks should be approached, including the selection and training of suitable personnel. As part of the ambition to further professionalize the United Nations police, the Secretariat has developed, modified and standardized a logo for the United Nations police.

50. Despite the development of the strategic guidance framework, the implementation of existing and future guidance will remain a challenge. There is a need for enhanced sensitization, training, and monitoring and evaluation on guidance compliance. Greater emphasis will also be given to the accountability of senior leadership, in particular the head of the police component, to ensure the full implementation of existing guidance. However, the delivery of police-related activities based on a common vision and shared understanding will not only provide coherence and consistency but also allow for meaningful monitoring and evaluation to be enacted for the very first time.

Personnel

51. The 2008 internal review of the Police Division concluded that the timely recruitment of appropriately skilled personnel was one of the biggest challenges faced by the Police Division. The independent review on civilian capacity in the aftermath of conflict, conducted in 2011, confirmed that the police represent a critical capacity gap in post-conflict missions (A/65/747-S/2011/85, para. 34 (a)). The inability to recruit and deploy appropriately experienced and qualified police personnel on a timely basis may lead to the loss of valuable time and opportunities and therefore undermine the credibility and legitimacy of the mission.

52. Given that most police missions today focus on the institutional capacity-building of security institutions, the main challenge is to attract adequate numbers of staff with the requisite police-related expertise in change management, organizational development, finance and administration. In addition, general skills to transfer knowledge effectively, such as interpersonal skills, language skills — in particular French — and cultural sensitivity, are frequently lacking. Skilled personnel are also scarce in more specialized areas, such as forensic analysis, countering various forms of organized crime, border management and security, maritime and riverine policing and criminal information analysis.

53. In order to address the challenges in that area, the Police Division has established a dedicated Selection and Recruitment Section, which has already started refining selection and recruitment processes and procedures for both individual police officers and formed police units, enhancing the capacity of the Police Division to increase timeliness and address skill gaps in the recruitment of senior police personnel while assuring geographic, linguistic and gender balance in close cooperation with Member States.

54. To assist Member States in better planning for the secondment of police personnel, each request for nomination of candidates is now accompanied by a clear and detailed job description developed in coordination with each field mission. In addition, the Police Division regularly provides Member States with advance notice of possible personnel needs. Planning is also under way to define clearer criteria for the selection of heads of police components and to provide senior management training.

55. The existing recruitment system for officers on secondment has not always proven to be fully satisfactory in filling the critical skills gaps identified. Police-contributing countries are reluctant to release officers with the requisite skills to a United Nations mission. Consequently, the system has been detrimental to retaining institutional memory and attracting the required skills. In response, the Police Division needs to continue to increase the number of United Nations contracted staff positions in police components and broaden its criteria for selection of specialized skills to include not only seconded police officers in active service but also civilians and retired national police personnel. This approach also contributes to the sustainability and continuity of reform efforts, since the experts can stay for a longer period of time than police officers, who are subject to rotations. These categories of personnel have already begun to play a central role in providing support to missions in Haiti, Liberia and Timor-Leste.

56. The establishment of the Standing Police Capacity has increased the overall ability of the Police Division to rapidly deploy required expertise during the start-up phase of missions and to provide assistance to established missions, as well as to other United Nations partners. The Standing Police Capacity can provide advice on the reform, restructuring and rebuilding of the host State police, policy and legal frameworks, logistics, asset management, procurement, budget and finance, facilities management and information and communications technology. For example, the Standing Police Capacity supported the mission start-up of the police components of MINURCAT, the United Nations Integrated Peacebuilding Office in Guinea-Bissau, the United Nations Assistance Mission for Iraq, the United Nations Mission in South Sudan and the United Nations Support Mission in Libya. Furthermore, it has supported numerous existing missions in developing monitoring and reporting systems, comprehensive frameworks and joint mechanisms for better cooperation and effectiveness. The Standing Police Capacity has contributed to technical assessments and evaluations of the overall performance in implementing police-mandated tasks and to the identification of gaps and needs that remain to be addressed.

57. The diverse expertise of the Standing Police Capacity can greatly contribute in various ways to ensuring a comprehensive approach to all tasks undertaken by the Police Division. To enhance the utilization of this capacity, greater flexibility should be applied in order to allow Standing Police Capacity personnel to temporarily work at Headquarters, particularly during the planning of new missions.

58. Another innovative measure contributing to the delivery of required skills in combination with relevant equipment could be for Member States to deploy teams of experts, for example, a team of United Nations police forensics experts bringing basic equipment for the establishment of a small laboratory, working alongside the host State police in order to build up their capacity in this area. The team would stay until the capacity to use and maintain the equipment has been built, in order to achieve a sustainable impact.

59. Despite the fact that several Member States have recognized that their police officers gain experience relevant for their services while serving in a United Nations mission, regrettably, too often United Nations police service is not sufficiently recognized or rewarded upon the officers' return to national service. Police officers might even find that their time away in United Nations service has counted against

their promotion and career advancement. This demotivates candidates and discourages others from volunteering.

60. To increase the timeliness, effectiveness and transparency of the evaluation and selection of candidates, the Police Division is developing a computerized human resources system, which will include information on specific individual skills and will allow for cross-checking of relevant records with other United Nations entities on such issues as conduct and discipline and medical clearance. The system will include the certification provided by the Member State that the nominated candidate has never been convicted of and is not currently under investigation or being prosecuted for any criminal, human rights or disciplinary offences.

61. In order to increase the relevance and quality of the tests conducted by the United Nations selection assessment assistance teams, which have traditionally focused on language, firearms and driving competencies, the Police Division is expanding its scope to also evaluate specialized skills and competencies, such as competency in investigations, forensics, computer skills and other areas.

62. Formed police units have been an effective tool in supporting host State police and other law enforcement agencies. In recent evaluations, however, some units have been found to be under-equipped, undertrained and lacking in command and control arrangements. In addition, basic equipment, such as armoured personnel carriers, is deficient, outdated or inoperable, and expendable items, such as ammunition, are not replenished in time. These deficiencies seriously hamper the operational capacities of such units. In order to increase the standard of formed police units, the Police Division is currently reviewing the evaluation procedures, including for language, driving, firearms and operational practice.

63. A global effort was launched in August 2009 to promote an increase in the number of female police officers in United Nations peacekeeping operations to at least 20 per cent of the overall strength by 2014. Extensive consultations and outreach efforts have taken place in close cooperation with the International Association of Women Police, and as at December 2011, the number had increased from 7.8 per cent to 10 per cent.

64. In order to recruit French-speaking personnel for service with francophone host countries, the Police Division works closely with partners such as the Organisation internationale de la Francophonie. Regular and enhanced contacts with Member States have also allowed the Police Division to broaden the base of francophone police-contributing countries.

65. The rapid establishment of necessary logistical support in the start-up phase of a mission is essential to upholding the safety and security of personnel and to implementing the mandate effectively. Flexibility and rapid redeployment to already established missions are equally important for the same reasons. The rapidly deployable expertise from the Standing Police Capacity can only be fully utilized if logistical support is available upon the personnel's deployment to the field. To ensure that police-specific requirements are considered, United Nations police representatives participate in the global field support strategy client board, providing information for the implementation of the global field support strategy, especially in the modularization programme.

Training

66. Another serious challenge for police components is that most seconded police officers arrive in the field without adequate predeployment training. In 2007, individual police officers serving in the African Union-United Nations Hybrid Operation in Darfur (UNAMID) were surveyed, and it was found that less than 10 per cent had undergone predeployment training. As a result, the Department of Peacekeeping Operations, with strong donor support, developed and made available to all Member States core predeployment training materials for United Nations individual police officers and organized a number of training-of-trainers courses for national trainers. Focused and cooperative training efforts using this material increased the number of United Nations police in UNAMID with predeployment training to 86 per cent after 12 months.

67. Similarly, in 2008, evaluations by the formed police unit proficiency testing and training teams found that as many as two thirds of formed police units deployed were not well prepared for their assignments. The ongoing review of the formed police units began in October 2007 and was a precursor to the capability-driven approach, focusing on required capabilities rather than numbers of deployed personnel. It initiated professional skills verification and remedial training in 2008 of 5,250 police officers from 14 countries simultaneously in seven United Nations peacekeeping operations on four continents and has since evolved to include a mobile training team initiative in 2009, which led to an increase in the operational capacity of deployed formed police units from 30 per cent to 74.5 per cent within five months, as well as the formation of a Member States based doctrine development group. The group comprised 35 countries and 5 regional/professional organizations working with the Police Division to produce a wholly revised Department of Peacekeeping Operations/Department of Field Support policy on formed police units in 2010 and a new standardized United Nations predeployment training curriculum for formed police units to be rolled out, beginning with a series of three regional training-of-trainers courses in conjunction with the Integrated Training Service in the Policy, Evaluation and Training Division of the Department of Peacekeeping Operations. The first of those courses was successfully completed in India in November and December 2011.

68. Along with the Integrated Training Service, the Police Division, notwithstanding the absence of designated training positions, continues to develop core training materials, specialized training packages and other training activities in order to better align them with new policies, directives, guidelines and standard operating procedures adopted by the Police Division. For example, with the recent adoption of training modules on the protection of civilians, police-contributing countries will be required to include those modules in their predeployment training.

69. Further specialized police-specific training courses are being developed to ensure standardization across missions. For example, a police-related peacekeeping planning course has been developed to provide the skills required for police to fully participate in the integrated mission planning process. A toolkit of gender-related materials for United Nations police has been distilled from best practices developed by the field components, and a specially designed training curriculum for police officers on preventing and investigating sexual and gender-based violence in post-conflict societies has also been finalized and piloted in five regional training-of-trainers courses around the world.

70. The General Assembly has explicitly recognized that "the training of personnel for peacekeeping operations is essentially the responsibility of Member States" (resolution 49/37). However, the United Nations stands ready to continue to support Member States in this important endeavour. In this context, the possibilities of establishing a global network of training centres could be explored.

Partnerships

71. No single actor has the capacity to implement complex international policing support initiatives alone, and partnerships are essential to utilizing scarce global resources in the most efficient manner.

72. Within the United Nations system, the Department of Peacekeeping Operations and its Police Division have strengthened, and in some instances formalized, their strategic-level coordination with other departments of the Secretariat and agencies, funds and programmes involved in the rule of law sector. This has been done with a view to creating synergies and ensuring greater coherence of policy development, strategic direction and planning. Collaboration with the Department of Political Affairs, UNDP and the Office of the United Nations High Commissioner for Human Rights is particularly important. New partnerships are being envisaged with the United Nations Office for Project Services, the International Organization for Migration and the United Nations Interregional Crime and Justice Research Institute.

73. A joint plan of action has been signed between the Department of Peacekeeping Operations and the United Nations Office on Drugs and Crime. The expertise of the latter on international criminal justice norms and standards has proven to be important for the work of the United Nations police, and the two entities have jointly issued a handbook on the topic.[6] This cooperation is being strengthened to ensure the implementation of those norms and standards through the development of policing support programmes, including training. In 2011, United Nations police and representatives of the United Nations Office on Drugs and Crime and UNDP conducted joint training for police officers in South Sudan on forensic and basic crime scene investigations.

74. Cooperation should be further developed with the United Nations Development Group, the World Bank and the European Commission regarding their post-conflict needs assessment for in-country, nationally led assessment and priority setting. This type of assessment is fundamental to the creation of a national framework for peacebuilding and recovery assistance and therefore to the planning of the work of United Nations police components.

75. The Police Division is collaborating increasingly with the African Union, and the partnership is being implemented in the field through UNAMID. Joint police training mechanisms are being considered in cooperation with other international and regional organizations. Under existing inter-agency agreements, two United Nations police are currently deployed to the United Nations Office to the African Union, in Addis Ababa, to assist in police planning and reform. The officers work to improve the African Union's capacity to launch African Union-led police missions and provide technical guidance and support to the African Union Mission in Somalia.

76. The United Nations police works closely with the European Union in a number of post-conflict countries, including Afghanistan, the Democratic Republic of the Congo and Somalia. There have also been two handovers of police missions from the United Nations to the European Union: in Bosnia and Herzegovina, in 2003, and in Kosovo, in 2008. A joint declaration on United Nations-European Union cooperation in crisis management was issued in September 2003, and regular Steering Committee meetings are held at the Headquarters level. The Police Division is supporting the wider United Nations-European Union cooperation and, on the basis of past experience, is looking to explore such areas as training and standard-setting, as well as joint rosters and other European Union autonomous civilian deployment systems in support of United Nations operations.

77. All police officers selected for international service in the United Nations or in regional or subregional organizations are likely to be sourced from the same domestic police services. To increase efficiency and interoperability, there is a need for standardization in recruitment practices, training standards, operational methods and policies and procedures. This need has been especially visible during transitions between organizations.

78. The Police Division has enhanced its partnership with the International Criminal Police Organization (INTERPOL). The United Nations police acted as the interim national central bureau for INTERPOL in Timor-Leste and continues to do so in Kosovo. A formal supplementary arrangement on cooperation in interim law enforcement, security support and assistance for the development of national police and other law enforcement agencies, which supplements the July 1997 cooperation agreement between the United Nations and INTERPOL in the field of crime prevention and criminal justice, was signed with INTERPOL in October 2009. Further collaboration is being envisaged in the areas of training, information sharing and countering organized crime.

79. The West Africa Coast Initiative, launched on 8 July 2009, is a joint programme between the Department of Peacekeeping Operations, the United Nations Office on Drugs and Crime, the Department of Political Affairs through the United Nations Office for West Africa, and INTERPOL, with the purpose of supporting the efforts of the Economic Community for West African States to combat drug trafficking and organized crime in West Africa (Côte d'Ivoire, Guinea-Bissau, Liberia and Sierra Leone). One of the tangible achievements of the Initiative is the establishment of transnational crime units in host State police services in these four pilot countries. The objective of the programme is to strengthen the efforts of national authorities to combat organized crime by building capacities, confidence and effective justice systems.

80. Given that the West Africa Coast Initiative has a strong policing and other law enforcement focus, the pilot phase capitalized on the United Nations police presence in the United Nations missions in Côte d'Ivoire, Guinea-Bissau, Liberia and Sierra Leone. In all those missions, United Nations police assist the development of host State transnational crime units by facilitating selection, vetting, training and mentoring. Further needs assessment missions are planned for Côte d'Ivoire and Guinea, and monitoring and evaluation assessments, in Guinea-Bissau, Liberia and Sierra Leone in the early part of 2012.

Funding for programmes

81. Functioning policing institutions require adequate funding for recurrent costs, such as salaries and the maintenance of equipment, for the rehabilitation of infrastructure and for the procurement of basic equipment, including transport and communication. After conflicts, Governments often have limited financial resources and are dependent on external support for even the most basic expenses. However, unpredictable international funding can hamper the implementation of police reform projects. Therefore, from the outset, missions must be in a position to support basic capacity-building projects in a predictable, sustainable manner, either directly through the assessed budgets or through partners, such as United Nations agencies, funds and programmes, to ensure that donor funds can be channelled to multi-year capacity-building projects in line with national Government priorities. The United Nations has increasingly been using joint programmes, enabling mission components to deliver programmatic support jointly with UNDP in Chad, the Democratic Republic of the Congo, Haiti, Liberia, South Sudan and Timor-Leste.

82. The Police Division intends to further strengthen its cooperation with the Peacebuilding Support Office on strategic issues at the Headquarters level. Cooperation in the field takes place in countries that are on the agenda of the Peacebuilding Commission and where United Nations police are deployed through joint steering committees in each country comprising national and international representatives, who decide on programmes to be funded. The Peacebuilding Commission has already focused part of its grants on policing-related projects, including in the Democratic Republic of the Congo and Liberia.

IV. Observations

83. The United Nations police makes an invaluable contribution to post-conflict peacekeeping and peacebuilding, security, the rule of law and the creation of a basis for development. While being alert to future challenges, the Police Division is reinforcing its efforts to develop the necessary policy and technical guidance; recruit appropriately skilled, equipped and trained personnel; and establish and maintain partnerships to implement current mandated tasks for United Nations police. These tasks fall mainly into two categories: support for the reform, restructuring and rebuilding of host State police; and operational support to host State police, striving for professional service and a lasting impact in the host country. In addition, United Nations police may have to look into how to support responses to piracy through maritime policing, to migration through border management, and to fragmented and criminalized urban environments through targeted national police capacity-building. These efforts continue to require strong and sustained support from Member States and other partners.

84. The allocation of additional resources to the Department of Peacekeeping Operations in the areas of police planning and recruitment has allowed the Police Division to begin mitigating the risks identified in the 2008 internal Police Division review and to better serve the police components in the field. However, the capacity of the Police Division has still not reached the level proposed by the review. Meanwhile, the complexity and number of tasks and the required numbers deployed in the field have continued to steadily increase since the review was issued, making the need for adequate Headquarters support even more critical. Significant gaps

remain in the areas of guidance development, curriculum development and training, and specialist thematic policing. The Police Division will continue to evaluate the impact of previously authorized resources and review the resources required to fill identified gaps, while taking the financial climate into account.

85. In order to maximize the use of existing resources in the Police Division, personnel from the Standing Police Capacity, within existing mandated responsibilities, will be used more flexibly. They will, as appropriate, provide additional temporary support to other sections of the Police Division in a "surge" capacity when so required.

86. The strategic guidance framework currently under development by the Police Division in close cooperation with Member States will lay the foundation for further guidance development aimed at setting the standards and defining the role and responsibilities of international policing. This important process will require continued strong support from Member States.

87. The importance of recruiting highly skilled personnel for police components who are able to effectively implement the increasingly complex mandated tasks cannot be overemphasized. To support this aim, new contractual measures should be explored, as outlined in paragraph 55 of the present report. More civilian posts within police components will provide opportunities for police-contributing countries to nominate highly qualified experts in order to support the reform and restructuring of the host State police. In this context, it would be important to further increase the pool of police-contributing countries, as well as expand outreach to national and international arenas, such as regional organizations or national training centres.

88. It is equally important for police-contributing countries to ensure that personnel nominated are highly qualified, well trained, medically fit and well equipped, and possess the highest standards of integrity. The mandatory predeployment training is necessary if police personnel are to fully benefit from the mission induction training and positively contribute to the implementation of the mandate. Continued close cooperation between the Police Division and Member States is crucial to ensure the timely recruitment of such personnel.

89. Member States with the capacity to assist current and potential police-contributing countries that do not have adequate training capacity are encouraged to include police personnel from those countries in their predeployment training to ensure that all United Nations police officers are properly trained.

90. The global effort launched in 2009 to augment the number of female police officers in United Nations police has led to a notable increase. This positive trend needs to be maintained and will require continued commitment from Member States.

91. The Police Division will continue developing strategic partnerships on the basis of an analysis of the comparative advantages. It is essential that such efforts promote synergies between the different stakeholders, including regional organizations. Working with the relevant United Nations departments, agencies, funds and programmes, the Department of Peacekeeping Operations should make a complete inventory of police reform partners, stakeholders and donors. Higher-level strategic coordination with key United Nations and non-United Nations partners should also be strengthened, both at Headquarters and in the field. In this context,

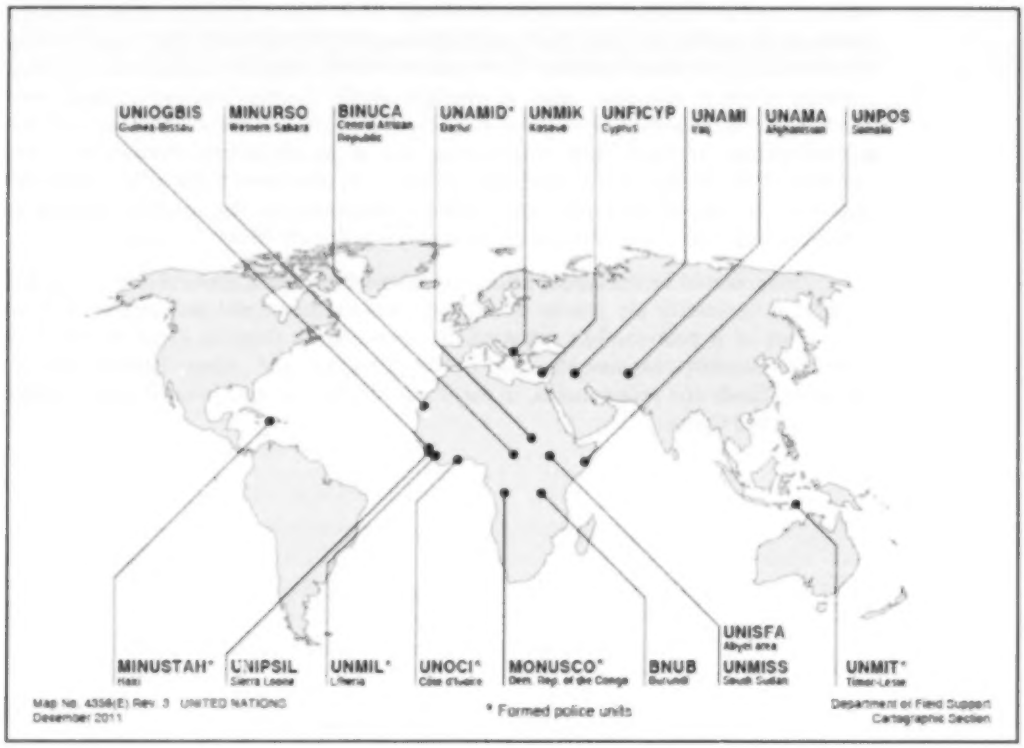
the importance of donor coordination in support of host State policing reform priorities should be underlined.

92. In order to ensure the sustainability of national police reform, the United Nations police requires access to resources. The Police Division will therefore continue to explore not only how to strengthen partnerships with the Peacebuilding Commission, the Peacebuilding Fund and the World Bank but also how to better manage funds in missions, such as through single funding streams or joint trust funds. Overall capacity should be developed for resource management and the administration of funds both in missions and at Headquarters. Furthermore, the Security Council should encourage the inclusion of increased funding for mandated functions in support of justice and security institutions in the assessed budget of peacekeeping operations and special political missions (S/2011/634, para. 75).

93. There should be continued efforts to ensure that police, judicial and correction support programmes are jointly developed, funded, monitored and evaluated from the outset of a post-conflict situation. This should be done in close cooperation between mission components, the Police Division and other United Nations agencies, funds and programmes, in particular UNDP and the United Nations Office on Drugs and Crime.

Annex I

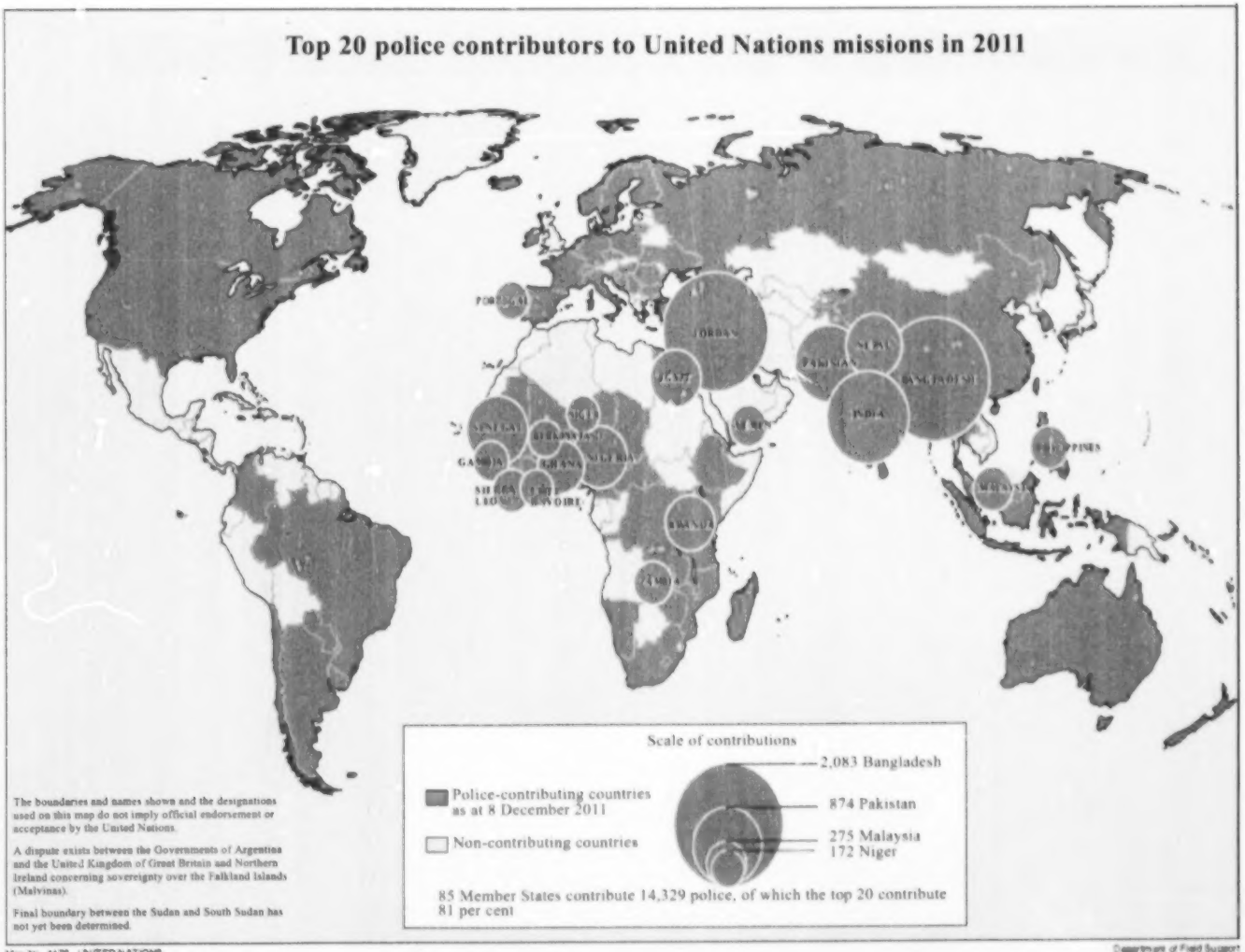
United Nations police presence as at 14 December 2011



		Seconded police officers			*United Nations staff in police components*	
		Authorized	*Deployed*	*Female*	*Authorized*	*Deployed*
BINUCA	United Nations Integrated Peacebuilding Office in the Central African Republic	2	2	-	-	-
BNUB	United Nations Office in Burundi	1	1	-	-	-
MINURSO	United Nations Mission for the Referendum in Western Sahara	6	6	-	-	-
MINUSTAH	United Nations Stabilization Mission in Haiti	3 241	3 582	325	8	7
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo	1 441	1 362	133	6	5
UNAMA	United Nations Assistance Mission in Afghanistan	8	4	1	1	1
UNAMI	United Nations Assistance Mission for Iraq	4	4	-	1	1
UNAMID	African Union-United Nations Hybrid Operation in Darfur	6 432	4 977	589	25	22
UNFICYP	United Nations Peacekeeping Force in Cyprus	69	69	10	1	1
UNIOGBIS	United Nations Integrated Peacebuilding Office in Guinea-Bissau	20	15	1	4	2
UNIPSIL	United Nations Integrated Peacebuilding Office in Sierra Leone	7	6	-	2	2
UNISFA	United Nations Interim Security Force for Abyei	50	-	-	1	-
UNMIK	United Nations Interim Administration Mission in Kosovo	8	7	1	2	2
UNMIL	United Nations Mission in Liberia	1 375	1 283	188	13	6
UNMISS	United Nations Mission in South Sudan	900	446	71	22	5
UNMIT	United Nations Integrated Mission in Timor-Leste	1 608	1 202	91	28	27
UNOAU	United Nations Office to the African Union	-	-	-	2	2
UNOCI	United Nations Operation in Côte d'Ivoire	1 415	1 367	34	6	6
UNPOS	United Nations Political Office for Somalia	-	-	-	3	3
	Joint Incident Prevention and Response Mechanism	-	-	-	2	2
	Total	**16 587**	**14 333**	**1 444**	**127**	**94**

Annex II

Countries contributing police personnel to the United Nations police


Top 20 police contributors to United Nations missions in 2011
Scale of contributions
2,083 Bangladesh
874 Pakistan
275 Malaysia
172 Niger
Police-contributing countries as at 8 December 2011
Non-contributing countries
85 Member States contribute 14,329 police, of which the top 20 contribute 81 per cent
The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.
A dispute exists between the Governments of Argentina and the United Kingdom of Great Britain and Northern Ireland concerning sovereignty over the Falkland Islands (Malvinas).
Final boundary between the Sudan and South Sudan has not yet been determined.
Map No. 4478 UNITED NATIONS
December 2011
Department of Field Support
Cartographic Section